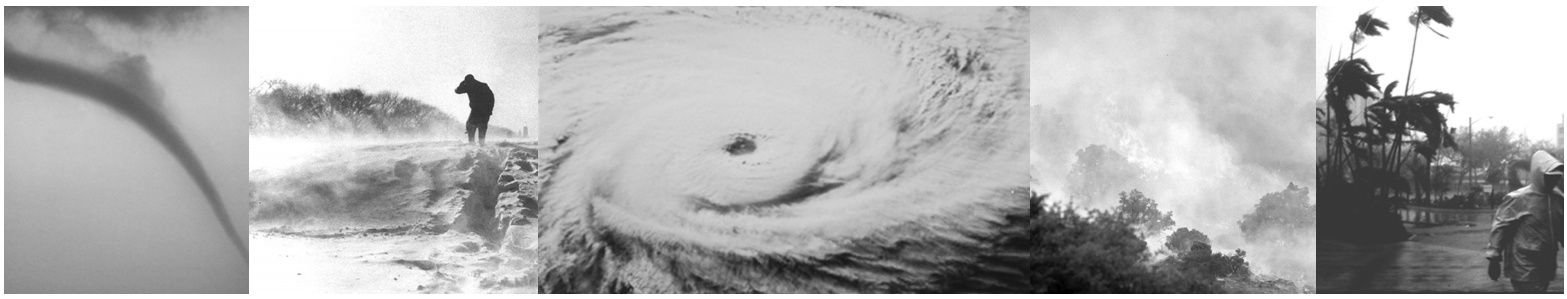
Commonwealth of Massachusetts
Department of Public Health
Department of Mental Health

ALL-HAZARDS EMERGENCY PLANNING GUIDE FOR MASSACHUSETTS SUBSTANCE ABUSE AND MENTAL HEALTH SERVICE PROVIDERS



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Introduction

Nearly three decades ago, the Robert T. Stafford Disaster Relief and Emergency Assistance Act was enacted by Congress to help state and local governments prepare for and respond to disasters. The Act established the Crisis Counseling Program, as well as programs to assist state responses and compensate individuals and businesses for disaster-related property loss. Since its enactment, and subsequent amendments, states have been required to plan responses to disasters and address the mental health needs arising from them. Terrorist attacks such as those in Oklahoma City and the events of September 11, 2001, and natural disasters, such as the 2004 hurricanes in Florida, demonstrate how critical this preparation is for victims, their families, first responders and the general public. Disruptions to service can also result from natural events such as severe weather, and from events affecting one community or one provider, such as fire and damage to and loss of utilities. Mental health and substance abuse systems need to be prepared both to respond to disasters and to ensure continuity of care for current clients and consumers.

About this Guide:

This guide is intended for providers of mental health and substance abuse services in Massachusetts. Planning for and responding to emergencies requires a thorough understanding of resources and risks, as well as careful delineation of responsibilities and actions. Most mental health and substance abuse providers can benefit from information and guidance on how to plan and implement their responses to emergencies. This guide provides information on the Massachusetts emergency response system and describes action steps, which mental health and substance abuse providers can take to ensure comprehensive planning and response capabilities.

The information contained in this guide is taken from the Federal Emergency Management Agency's *Emergency Management Guide for Business & Industry* and the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration Center for Mental Health Services, *Mental Health All-Hazards Disaster Planning Guidance*, as well as Massachusetts' emergency planning systems documents. If your agency already has a plan in place, this guide should be used to supplement and update your existing plan.

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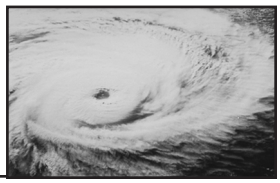
UNDERSTANDING EMERGENCIES



What Is an Emergency?

An emergency is any unplanned event that can cause death or significant injury to employees, patients, clients or the public, shut down your agency, disrupt operations, cause physical or environmental damage, or threaten the facility's financial standing or public image. A wide variety of events can be, or can cause, emergencies, including:

- Civil disturbance
- Communications failure
- Earthquake
- Explosion
- Fire
- Flood or flash flood
- Hazardous materials incident
- Hurricane
- Radiological accident
- Terrorism
- Tornado
- Winter storm

Use of the term "disaster" has been minimized in this guide because of its implication of a large-scale "natural disaster." In fact, every unplanned event or emergency must be addressed within the context of its effects on a particular facility and/or community. What might constitute a nuisance to a large industrial facility could be a "disaster" to a small business or human service agency.

What Is Emergency Management?

Emergency management is the process of preparing for, responding to and recovering from an emergency. It is a dynamic process. Planning, though critical, is not the only component. Training, conducting drills, testing equipment and coordinating activities with the community are other important functions.

What is an "All Hazards" Approach?

"All-hazards" means that the approach is flexible and comprehensive enough to address a wide range of possible emergency situations.

Why an All-Hazards Approach?

An All-Hazards approach provides for emergency management plans that are flexible, yet comprehensive enough to address a variety of possible emergency situations. This guide attempts to assist agencies to develop an all-hazards plan that is capable of responding to smaller (and much more likely) emergencies, such as fires, up to wider-scale (and much less likely) events such as terrorist attacks.

What are the benefits of emergency management planning?

According to the Substance Abuse and Mental Health Services Administration (SAMHSA) emergency planning and preparedness for mental health and substance abuse programs will enhance services and programs, making available appropriate interventions for those in need.

- Helps fulfill the responsibility to protect employees, the community and the clients that the provider serves
- Provides for continuation of services during an emergency
- Enhances the provider's image and credibility with employees and the community
- Enhances relationships with the Red Cross and other emergency response agencies
- Facilitates compliance with regulatory requirements of Federal, State and local agencies
- Reduces exposure to civil or criminal liability in the event of an emergency
- Facilitates modification of existing plans because of an established structure and mutual trust
- Facilitates the identification and coordination of resources pre- and post-emergency
- Standardizes a provider's emergency response
- Enhances a provider's ability to recover more quickly from an interruption of services
- Once the structure and relationships needed for emergency planning are in place, further needs, gaps and barriers for services can be readily identified and modifications incorporated

Good planning and the effort needed to keep plans current require resources and ongoing commitment. Some organizations will not have all of the resources to accomplish everything they desire, but most will be able to delineate at least the basic elements of a plan.

MASSACHUSETTS EMERGENCY RESPONSE SYSTEM:

Massachusetts has statewide, regional, city and community emergency plans in place. It is important for mental health and substance abuse providers to integrate with statewide and local disaster mitigation or recovery efforts during a wider-scale event. The scope of an organization's emergency mental health and substance abuse response plan may have an impact on financial and human resources, as well as on existing programs. These considerations should be incorporated into the planning process.

Massachusetts Comprehensive Emergency Management Plan (MA-CEMP)

Massachusetts, like most states, has a Comprehensive Emergency Management Plan. The Massachusetts Emergency Management Agency (MEMA) is the authority in the Commonwealth responsible for developing and implementing the Massachusetts Comprehensive Emergency Management Plan (MA-CEMP). The purpose of the MA-CEMP is "to establish the framework whereby the emergency response and recovery actions of all levels of government can be effectively and comprehensively integrated." [MA-CEMP, p. 1]

In an actual emergency, local units of government call for assistance from the state when events overwhelm or threaten their own response and recovery resources. MEMA facilitates this during times of emergency by utilizing the Incident Command System (ICS) and activating the State Emergency Management Operations Center, when indicated.

In order to provide for a comprehensive response, the MA-CEMP is divided into 18 Massachusetts Emergency Support Functions (MAESFs). These are:

1. Transportation
2. Communications
3. Public Works and Engineering
4. Fire Fighting
5. Information and Planning
6. Mass Care
7. Resource Support
8. Health and Medical Services
9. Search and Rescue
10. Environmental Protection and Hazardous Material
11. Food and Water
12. Energy
13. Military Support
14. Public Information
15. Volunteer and Donations
16. Law Enforcement and Security
17. Animal Protection
18. Business and Industry

While state health and human services agencies may require support from any of the 18 MAESF areas, during time of wide-scale emergency, the critical connection to planning and State Emergency Operations for human service agencies is **MAESF 8: Health and Medical Services**.

The Massachusetts Department of Public Health (DPH) is the lead agency for MAESF 8. This means that representatives from DPH engage in planning with MEMA, participate in drills, and staff the MEASF 8 area in the State Emergency Operations Center (SEOC) during time of actual emergency or threat. In an actual emergency, when the SEOC has been "activated" at a high level (level 3 or 4, usually accompanied by a Governor's Declaration of Emergency), the designated primary MAESF agency "with assistance from one or more support agencies, is responsible for conducting the activities of the MAESF and ensuring that tasks issued by MEMA are successfully completed". [MA-CEMP p. 5]

The Massachusetts Department of Mental Health (DMH) is a main support agency to DPH under MAESF 8. Because both DPH and DMH have responsibilities for the general public during times of emergency (in addition to their own consumers), they are standing members of the Massachusetts Emergency Management Team (MEMT).

In Massachusetts the Department of Mental Health is responsible for providing crisis mental health services in a declared emergency. This responsibility, and procedures for implementing it are described in the DMH Emergency and Disaster Preparedness Handbook, issued in 2001.

EMERGENCY MANAGEMENT FOR HUMAN SERVICE & BEHAVIORAL HEALTH PROVIDERS AND PROGRAMS

Better planning for Massachusetts human service/behavioral health providers and their programs will help make available appropriate interventions to those in need, and promote resiliency and recovery, in the event of an emergency disaster.

The scope of an organization's emergency response plan may affect financial and human resources as well as programs. These considerations should be incorporated into the planning process. For example, intensive outreach and case finding after a large-scale community, state or national emergency, will result in the identification of more individuals in need of assistance, necessitating additional funding and personnel. Some victims, while typically in the minority, will develop significant mental health problems. First responders and existing clients may need additional support in maintaining recovery. Planning should include an assessment of the program's ability to absorb additional individuals in need of services.

Effective plans should be tested, modified, and updated regularly. If a plan is developed and not kept updated and active, it will have limited value. Also a plan should be developed that is meaningful but also fairly basic.

Variations in program design (e.g. day treatment, residential, opiate treatment) require planning that incorporates comprehensive provisions for continuity of care for clients and residents.

STEPS IN PLANNING

There are four essential steps in emergency management planning:

1) **Establish a Planning Team**
2) **Analyze Capabilities and Hazards**
3) **Develop A Plan**
4) **Implement the Plan**

Each step builds and depends upon the success of the previous step. The following sections describe the steps.

STEP 1: ESTABLISH A PLANNING TEAM

The critical first step in the planning process is establishing an All-Hazards Planning Team (Planning Team) that has the authority, expertise and organization necessary to design and carry out the planning and implementation of an emergency response. The following elements should be carefully considered in establishing the planning team.

► Establish Authority

The provider's management must demonstrate its commitment to emergency preparedness and promote an atmosphere of cooperation by "authorizing" the planning group to take the necessary steps to develop a plan. The provider's Director should lead the group and issue a mission statement or directive to demonstrate the provider's commitment to emergency management. The Director should:

- Secure support for planning at the highest possible level.
- Understand the culture of the State and local government and the major players in emergency management before starting.
- Know how emergency planning and response occurs in your community and at the State level.
- Establish a clear line of authority from the Director to the Planning Team members that is not so rigid as to prevent the free flow of ideas and constructive feedback. To accomplish this:
  - Maintain a roster of provider staff, including names, 24/7 contact information, locator information, as well as designated response roles in time of emergency. This should be completed within two weeks of beginning the planning process.
  - Define the purpose of the plan and indicate that it will involve the entire organization
  - Define the authority and structure of the planning group, including succession planning.

► **Issue a Mission Statement**

The Director should issue a mission statement or directive to articulate the provider's goals, desired outcomes, and commitment to emergency management. The statement should:

- Define the purpose of the plan and indicate that it will involve the entire organization.
- State the importance of why an all-hazards emergency mental health and/or substance abuse plan is essential to the organization.
- Define the provider's expectations from the successful implementation of the plan
- Define the authority and structure of the planning group.

► **Form the Team**

The size of the planning team will depend on the facility's operations, requirements, and resources. Involving a larger group of people rather than a smaller group is best because:

- It encourages participation and gets more people invested in the process
- It increases the amount of time and energy participants are able to give
- It enhances the visibility and stature of the planning process
- It provides for a broad perspective on the issues.

Determine who can be an active member and who can serve in an advisory capacity. In most cases, one or two people will be doing the bulk of the work. At the very least, you should obtain input from all functional areas. Remember:

- Senior and line management
- Human Resources
- Public Information Officer
- Security
- Community Relations
- Programs that dispense medication should include staff who oversee its storage and distribution
- Programs that provide residential services should include staff (from across shifts) in the planning process.

The Director should invite, and formally appoint, Planning Team members. Their formal job descriptions should also reflect this assignment. Planning Team members should:

- Anticipate problems from the start.
- Consider that, if key players are left out, the value of their contribution could be lost and valuable time and human resources may be expended to mend fences and/or cope with resistance to the process or product.
- Have a leader, but share the work. Without someone to guide and oversee this process it frequently becomes the victim of other emerging priorities. At the same time, workload and differential expertise and authorities demand that the work be shared.

- Keep reminding participants of the benefits of their effort.
- Appreciate and acknowledge the concerns/constraints/expertise of others.
- Involve representatives who can make decisions for their agencies, departments or organizations. Enormous amounts of time and energy can be wasted when decisions must wait for clearance, which can be lengthy, or if decisions or components are later changed because the planning participant lacked authority.
- Keep expectations and timelines realistic.
- Understand that in many ways the process is as valuable as the product. The teamwork developed in the planning process will be the teamwork you depend on in the emergency response efforts.

► **Establish a Schedule and Timeline**

Establish a work schedule and planning deadlines. Timelines for activities/events related to emergency response planning can always be modified as priorities become more clearly defined.

► **Connect with Existing Emergency Management Systems**

The emergency planning team should be aware of existing systems and resources, which can support planning and response efforts.

- Planning Team members should introduce themselves to their community's Emergency Management Director, local public health, local public safety, local Fire, Police, and EMS. Ask if the community's emergency management plan includes your facility, and ask to be included in community exercises/drills.
- Literature should be utilized to support and assist the planning process. Numerous preparedness publications are available from the Federal Emergency Management Agency (FEMA), MEMA, DPH, DMH, and the American Red Cross. (Contact information for these organizations can be found in Appendix E – Information Resource List).
- It is important to identify who will have responsibility for putting the plan together and to update this information on a periodic basis. This person must have a sound understanding of DMH and DPH-BSAS, and MEMA, and knowledge of where this responsibility falls within the State and local emergency response plans.
- The American Red Cross is active in nearly all emergencies and disasters, providing general post-disaster services and specialized mental health services. The development of coordinated planning with the Red Cross is essential.
- As noted earlier, one of the most significant relationships is the one between your organization and your community's public health, public safety, and emergency management director, as well as with DMH, DPH-BSAS, and MEMA.
- Participation in State and/or local drills/exercises also can be very beneficial. Contact DMH, DPH-BSAS, MEMA and/or your local public health, public safety, and emergency management director for information on state and/or local drills/exercises.

► **Establish a System for Planning Team Operations**

In the process of coordinating critical response logistics, Planning Teams must:

- Establish a system for notification and call-up of key response staff as events occur.
- Ensure access to areas where staff is needed by issuing proper identification and establishing a method to easily identify behavioral health workers (e.g., baseball caps, labeled T-shirts).
- Ensure development for a security plan (personal and structural) for staff, clients and property.
- Communication systems (cell phones, "ham" radios, etc.) should provide redundancy to ensure capability if infrastructure has been destroyed. Do not oversimplify this critical procedural element of the plan.
- Clarify how communications will take place and the reporting expectations. The use of preexisting forms is recommended.
- Implement measures that will enable crisis communication beyond regular landlines, cell phones and computers.

STEP 2 - ANALYZE CAPABILITIES AND VULNERABILITIES

Where do you stand right now?

Step two requires gathering information about your organization's current capabilities and conducting a vulnerability analysis in order to determine the facility's capacity for handling emergencies.

► **Capabilities:**

Assess your resources and ability to respond. Assign a score to your Internal Resources and External Resources. Consider each potential emergency from beginning to end and each resource that would be needed to respond.

Identify Resources. The planning team should undertake development of any missing plans and should gather plans in one location.

- Evacuation plan
- Fire protection plan
- Hazardous materials plan
- Process safety assessment
- Risk management plan

Next, gather the following *documents*:

- Security procedures
- Employee manuals
- Client manuals
- Environmental policies
- Insurance policies and programs
- Finance and purchasing procedures, including banking and credit information
- Office closing policy
- Mutual aid agreements
- Safety and health program descriptions

Residential programs should develop a confidential system for producing a master list of their residents' families, and means of contacting them. Such information should be maintained under the same security requirements as all client information.

Identify local resources and gather information regarding their emergency plans, roles and responsibilities. Include the following:

- Community Emergency Management Office
- Mayor or Community Administrator's Office
- Local Emergency Planning Committee (LEPC)
- Fire Department
- Police Department
- Emergency Medical Services organizations
- American Red Cross
- Public Works Department
- Planning Commission
- Telephone companies
- Electric utilities
- Neighboring businesses

In some instances, staff will be required to accompany residents to shelters. It is also advisable to list a means (telephone or website) for checking with the National Weather Service.

Identify Codes and Regulations: Identify applicable Federal, State and local regulations, such as:

- Occupational safety and health regulations
- Environmental regulations
- Fire codes
- Seismic safety codes
- Transportation regulations
- Zoning regulations

Identify Critical Services and Operations: In other words, define the minimum requirements the agency would need to continue or resume operation. The following information will help in assessing the potential impact of emergencies and the need for backup systems:

- Agency services and the facilities and equipment needed to continue operations
- Lifeline services, such as electrical power, water, sewer, gas, telecommunications and transportation
- Operations, equipment and personnel vital to the continued functioning of the facility

► **Vulnerabilities:**

The next step is to assess the vulnerability of the facility, or the probability and potential impact of each emergency. Use the Vulnerability Analysis Chart in the appendix section to guide the process, which entails assigning probabilities, estimating impact and assessing resources, using a numerical system. The lower the score the lower the vulnerability or potential impact.

List Potential Emergencies. In the first column of the chart, list all emergencies that could affect your facility, including those identified by your local emergency management office. Consider both emergencies that could occur within your facility and emergencies that could occur in your community. Consider the following factors:

Historical: What types of emergencies have occurred in the community, at this facility and at other facilities in the area?

- Fires
- Severe weather
- Hazardous material spills
- Transportation accidents
- Earthquakes
- Hurricanes
- Tornadoes
- Terrorism
- Utility outages

Geographic: What can happen as a result of the facility's location? Keep in mind proximity to:

- Flood plains, seismic faults and dams
- Companies that produce, store, use or transport hazardous materials
- Major transportation routes and airports
- Nuclear power plants

Technological: What could result from a process or system failure? Possibilities include:

- Fire, explosion, hazardous materials incident
- Safety system failure
- Telecommunications failure
- Computer system failure
- Power failure
- Heating/cooling system failure
- Emergency notification system failure

Human Error: What emergencies can be caused by employee error? Are employees trained to work safely? Do they know what to do in an emergency? Review any patterns of accidents or injuries that may have resulted from human error. Human error is the single largest cause of workplace emergencies and can result from:

- Poor training
- Poor maintenance
- Carelessness
- Misconduct
- Substance abuse
- Fatigue

Physical: What types of emergencies could result from the design or construction of the facility? Does the physical facility enhance safety? Consider:

- The physical construction of the facility
- Hazardous processes or byproducts
- Facilities for storing combustibles
- Layout of equipment
- Lighting
- Evacuation routes and exits
- Proximity of shelter areas

Consequences: Analyze each potential emergency from beginning to end. Consider what could happen as a result of:

- Prohibited access to the facility
- Loss of electric power
- Communication lines down
- Ruptured gas mains
- Water damage
- Smoke damage
- Structural damage
- Air or water contamination
- Explosion
- Building collapse
- Trapped persons
- Chemical release

1. Estimate Probability: In the Probability column, rate the likelihood of each emergency's occurrence. This may be a subjective estimate. You may also refer to MEMA resources for estimating probabilities.

2. Assess the Potential Human Impact: Analyze the potential human impact of each emergency, the possibility of death or injury. Assign a rating in the Human Impact column of the Vulnerability Analysis Chart. Use a 1 to 5 scale with 1 as the lowest impact and 5 as the highest.

3. Assess the Potential Property Impact: Consider the potential for property losses and damages. Again, assign a rating in the Property Impact column, 1 being the lowest impact and 5 being the highest. Consider:

- Cost to replace
- Cost to set up temporary replacement
- Cost to repair

4. Identify External Resources: There are many external resources that could be needed in an emergency. In some cases, formal agreements may be necessary to define the facility's relationship with the following:

- Local emergency management office
- Fire Department
- Hazardous materials response organization
- Emergency medical services
- Hospitals
- Local and State police
- Community service organizations
- Utilities
- Contractors
- Suppliers of emergency equipment
- Insurance carriers

5. Assess the Potential Impact on Service Provision: Consider the potential loss related to your capacity to provide services. In this area consider the frequency with which clients must have access to your services. For example, opiate treatment programs, and detoxification programs generally must be available daily. Residential programs operate 24 hours a day, 7 days a week. Assign a rating in the Service Impact column. Again, 1 is the lowest impact and 5 is the highest. Assess the likelihood and impact of:

- Service interruption
- Employees unable to report to work
- Clients unable to reach facility
- Agency in violation of contractual agreements
- Imposition of fines and penalties or legal costs
- Interruption of critical supplies

6. Assess External Resources: Next assess your resources and ability to respond. Assign a score to your Internal Resources and External Resources. The lower the score the better. To help you do this, consider each potential emergency from beginning to end and each resource that would be needed to respond. For each emergency ask these questions:

- Do we have the needed resources and capabilities to respond?
- Will external resources be able to respond to us for this emergency as quickly as we may need them, or will they have other priority areas to serve?
- If the answers are yes, move on to the next assessment. If the answers are no, identify what can be done to correct the problem. For example, you may need to:
    - Develop additional emergency procedures
    - Conduct additional training
    - Acquire additional equipment
    - Establish mutual aid agreements
    - Establish agreements with specialized contractors

7. Review Internal Resources Again: Having reviewed vulnerabilities, go back and review your internal resources again. Again, ask the questions:

- Do we have the needed resources and capabilities to respond?
- Will external resources be able to respond to us for this emergency as quickly as we may need them, or will they have other priority areas to serve?

If the answers are "yes," move on to the next assessment.

NOTE: When assessing resources, remember that community emergency workers–police, paramedics, and firefighters–will give priority to where the need is greatest, and that they may be victims themselves and therefore unable to respond immediately.

STEP 3 -- DEVELOP THE PLAN

Your plan should include an Executive Summary and Emergency Management Elements.

Executive Summary

The executive summary gives management a brief overview of: the purpose of the plan; the facility's emergency management policy; authorities and responsibilities of key personnel; the types of emergencies that could occur; and where response operations will be managed.

Emergency Management Elements

This section of the plan briefly describes the facility's approach to the core elements of emergency management, which are:

1. **Direction and control**
2. **Communications**
3. **Life safety**
4. **Property protection**
5. **Continuity of operations plan**
6. **Community outreach**
7. **Recovery and restoration**
8. **Administration and logistics**

These elements are the foundation for the emergency procedures that your facility will follow to protect personnel and equipment and resume operations.

► 1. Direction and Control

There are five important elements in establishing direction and control: Incident Command, Emergency Operations, Planning, Security, and Coordination with Outside Systems.

Incident Command: Someone must be in charge in an emergency. The system for managing resources, analyzing information and making decisions in an emergency is called direction and control. The direction and control system described below assumes an agency/facility of sufficient size. Your facility may require a less sophisticated system, though the principles described here will still apply.

The plan will spell out how the facility will respond to emergencies. Whenever possible, develop them as a series of checklists that can be quickly accessed by senior management, department heads, response personnel and employees.

Determine what actions would be necessary to:

- Assess the situation
- Protect employees, clients, visitors, equipment, vital records and other assets, particularly during the first three days
- Get the facility back up and running
- Assure security
- Secure resources

Specific procedures might be needed for any number of situations such as bomb threats or tornadoes, and for such functions as:

- Warning employees and clients
- Communicating with personnel and community responders
- Conducting an evacuation and accounting for all persons in the facility
- Managing response activities
- Activating and operating an emergency operations center
- Fighting fires
- Shutting down operations
- Protecting vital records
- Restoring operations

Support Documents needed in an emergency include:

1. Emergency Call List:
This list should include all persons on and off site who are involved in responding to an emergency, their responsibilities and telephone numbers (wallet size if possible).

2. Building and Site Maps that indicate:

- Utility shutoffs
- Water hydrants
- Water main valves
- Water lines
- Gas main valves
- Gas lines
- Electrical cutoffs
- Electrical substations
- Storm drains
- Sewer lines
- Location of each building (include name of building, street name and number)
- Floor plans
- Alarm and enunciators
- Fire extinguishers
- Fire suppression systems

- Exits
- Stairways
- Designated escape routes
- Restricted areas
- Hazardous materials (including cleaning supplies and chemicals)
- High-value items
- Pharmacy/Medical equipment

3. Resource List:
List of major resources (equipment, supplies, services) that could be needed in an emergency; Memorandums of Understanding (MOUs) with other companies/organizations

In an emergency, all personnel should have updated knowledge about the All Hazards Emergency Response Plan and know:

- Who is in charge?
- What is my role?
- Where should I go?
- With whom should I communicate?

Facilities are required to develop:

- Emergency escape procedures and routes
- Procedures for employees who perform or shut down critical operations before an evacuation
- Procedures to account for all employees, visitors and contractors after an evacuation is completed
- Rescue and medical duties for assigned employees
- Procedures for reporting emergencies
- Names of persons or departments to be contacted for information regarding the plan

Incident Command System (ICS)

There exists a national standard for direction and control used in emergencies called the Incident Command System (ICS). ICS was developed specifically for the fire service, but has evolved to serve as the framework for response to all types of emergencies.

There are five basic roles in ICS: Command, Operations, Planning, Logistics, and Finance & Administration. However, the ICS system is scalable to meet the needs of any emergency so, at a minimum, an Incident Commander might be all that is needed.

The ICS provides for coordinated response and a clear chain of command and safe operations. In order to work effectively within ICS it is important for all to know their role and responsibilities in an emergency event.

The Incident Commander (IC) is responsible for front-line management of the incident, for tactical planning and execution, for determining whether outside assistance is needed, and for relaying requests for internal resources or outside assistance through the Emergency Operations Center (see below for a description of the EOC). Within your agency the IC can be any employee, but a member of management with the authority to make decisions is usually the best choice. The IC must have the capability and authority for direction and control to:

- Assume command
- Assess the situation
- Implement the emergency management plan
- Determine response strategies
- Activate resources
- Order an evacuation
- Oversee all incident response activities
- Declare that the incident is "over"

The Emergency Operations Center (EOC)

The EOC serves as a centralized management center for emergency operations. Regardless of size or process, every facility should designate an area where decision makers can gather during an emergency.

The EOC should be located in an area of the facility not likely to be involved in an incident, perhaps the security department, the manager's office, a conference room or the training center. An alternate EOC should be designated in the event that the primary location is not usable.

Each facility must determine its requirements for an EOC based upon the functions to be performed and the number of people involved. Ideally, the EOC is a dedicated area equipped with communications equipment, reference materials, activity logs and all the tools necessary to respond quickly and appropriately to an emergency. EOC Resources may include:

- Communications equipment
- A copy of the emergency management plan and EOC procedures
- Blueprints, maps, status boards
- A list of personnel and descriptions of their duties
- Technical information and data for advising responders
- Building security system information
- Information and data management capabilities
- Telephone directories
- Backup power, communications and lighting
- Emergency supplies

Planning Considerations to develop a direction and control system:

- Define the duties of personnel with an assigned role. Establish procedures for each position. Prepare checklists for all procedures.
- Determine lines of succession to ensure continuous leadership, authority and responsibility in key positions.
- Determine equipment and supply needs for each response function
- At a minimum, assign all personnel responsibility for:
    - Recognizing and reporting an emergency
    - Warning other employees and clients in the area
    - Taking security and safety measures
    - Evacuating safely

Security:
Isolation of the incident scene must begin when the emergency is discovered. If possible, the discoverer should attempt to secure the scene and control access, but no one should be placed in physical danger to perform these functions. Basic security measures include:

- Informing the local law enforcement authority
- Closing doors or windows
- Establishing temporary barriers with furniture after people have been safely evacuated
- Dropping containment materials (absorbent pads, etc.) in the path of leaking materials
- Closing file cabinets or desk drawers
- Only trained personnel should be allowed to perform advanced security measures. Access to the facility, the EOC and the incident scene should be limited to persons directly involved in the response.
- Coordination of Outside Response
- In some cases, laws, codes, prior agreements or the very nature of the emergency may require the IC to turn operations over to an outside response organization. When this happens, the facility's IC would provide the outside response organization's IC with a complete report on the situation.
- The facility IC keeps track of which organizations are on-site and how the response is being coordinated. This helps increase personnel safety and accountability, and prevents duplication of effort.

NOTE: Keep detailed logs of actions taken during an emergency. Describe what happened, decisions made and any deviations from policy. Log the time for each event.

Response Logistics: Establish a system for notification and call-up of key response staff as events occur. Ensure access to areas where staff is needed by issuing proper identification and establishing a method to easily identify mental health workers (e.g., uniforms, badges). Clarify how communications will take place and the reporting expectations. The use of preexisting forms is recommended.

► **2. Communications:**

Communications are essential to any business operation. A communications failure can be a disaster in itself, cutting off vital business activities. Communications are needed to report emergencies, to warn personnel of the danger, to keep clients and off-duty employees informed about what's happening at the facility, to coordinate response actions, and to keep in contact with clients and suppliers.

Contingency Planning:

- Plan for all possible contingencies from a temporary or short- term disruption to a total communications failure.
- Consider the everyday functions performed by your facility and the communications, both voice and data, used to support them.
- Consider the business impact if your communications were inoperable. How would this impact your emergency operations?
- Prioritize all facility communications. Determine which should be restored first in an emergency. Establish procedures for restoring communications systems.
- Talk to your communications vendors about their emergency response capabilities. Establish procedures for restoring services.
- Determine needs for backup communications for each business function. Options include messengers, telephones, portable microwave, amateur radios, point-to-point private lines, satellite, and high-frequency radio.

Emergency Communications:

Consider the functions the facility might need to perform in an emergency and the communications systems needed to support them. Consider communications between:

- Emergency responders
- Emergency Responders and the Incident Commander (IC)
- The IC and the Emergency Operations Center (EOC)
- The IC and employees
- The EOC and outside response organizations
- The EOC and neighboring businesses
- The EOC and employees' families
- The EOC and clients
- The EOC and the media

Establish a Warning System:

Notify staff and clients of an emergency, familiarize personnel with procedures for responding when the warning system is activated, and establish procedures for warning clients, contractors, visitors and others who may not be familiar with the facility's warning system. The warning system should:

- Be audible or within view by all people in the facility
- Have an auxiliary power supply
- Have a distinct and recognizable signal
- Make plans for warning persons with disabilities. For instance, a flashing strobe light can be used to warn hearing-impaired people.

NOTE: It is essential to test your facility's warning system at least once a month.

Family Communications:
In an emergency, personnel will need to know whether their families are okay. Taking care of loved ones is always a first priority. Make plans for enabling employees to communicate with their families in an emergency. Also encourage employees to consider how they would communicate with their families in case they are separated from one another or injured in an emergency. Arrange for an out-of-town contact for all family members to call in an emergency and designate a place to meet family members in case they cannot get home in an emergency.

Notification:

- Establish procedures for essential employees to report an emergency. Be sure to define who your essential employees are prior to an event. Inform employees of procedures. Train personnel on specific notification tasks.
- Post emergency telephone numbers near each telephone, on employee bulletin boards and in other prominent locations.
- Maintain an updated list of addresses and telephone and pager numbers of key emergency response personnel (from within and outside the facility).
- Listen for tornado, hurricane and other severe weather warnings issued by the National Weather Service.
- Determine government agencies' notification requirements in advance. Notification must be made immediately to local government agencies when an emergency has the potential to affect public health and safety.
- Prepare announcements that could be made over public address systems.

► *3.* Life Safety

Protecting the health and safety of everyone in the facility is the first priority during an emergency.

Evacuation Planning:
One common means of protection is evacuation. In the case of fire, an immediate evacuation to a predetermined area away from the facility may be necessary. In a hurricane or biological event, evacuation could involve the entire community and take place over a period of days. To develop an evacuation policy and procedure:

- Determine the conditions under which an evacuation would be necessary.
- Establish a clear chain of command. Identify personnel with the authority to order an evacuation. Designate "evacuation wardens" to assist others in an evacuation and to account for personnel.
- Establish specific evacuation procedures. Establish a system for accounting for personnel. Consider employees' transportation needs for community-wide evacuations.
- Establish procedures for assisting persons with disabilities and those who do not speak English.
- Post evacuation procedures.
- Designate personnel to continue or shut down critical operations while an evacuation is underway. They must be capable of recognizing when to abandon the operation and evacuate themselves.
- Coordinate plans with the local emergency management office.
- Consider the information needs of clients and others who visit the facility

Maintenance of essential services:
Licensees who dispense medications shall include provision for safe storage of medication as well as for continuity of service to clients.

Training and Information:
Train employees in evacuation, shelter and other safety procedures. Provide emergency information such as checklists and evacuation maps. Post evacuation maps in strategic locations. Conduct sessions at least annually or when:

- Employees are hired
- Evacuation wardens, shelter managers and others with special assignments are designated
- New equipment, materials or processes are introduced
- Procedures are updated or revised
- Exercises show that employee performance must be improved

Evacuation Routes and Exits:

- Designate primary and secondary evacuation routes and exits. Have them clearly marked and well lit. Post signs.
- Install emergency lighting in case a power outage occurs during an evacuation.
- Ensure that evacuation routes and emergency exits are:
    - Wide enough to accommodate the number of evacuating personnel
    - Clear and unobstructed at all times
    - Unlikely to expose evacuating personnel to additional hazards
    - Evaluated by someone not in your organization.

NOTE: Consider how you would access important personal information about employees (home phone, next-of-kin, medical) in an emergency.

Assembly Areas and Accountability:

- Obtaining an accurate account of personnel and clients that were on-site after a site evacuation requires planning and practice.
- Designate assembly areas where personnel should gather after evacuating.
- Take a head count after the evacuation. The names and last known locations of personnel and clients not accounted for should be determined and given to the IC. (Confusion in the assembly areas can lead to unnecessary and dangerous search and rescue operations.)
- Establish a method for accounting for non-employees, such as suppliers and clients.
- Establish procedures for further evacuation in case the incident expands. This may consist of sending employees home by normal means or providing them with transportation to an off-site location.

Shelter in Place:

- In some emergencies, the best means of protection is to take shelter, either within the facility, or away from the facility in a public building.
- Consider the conditions for taking shelter (e.g., tornado warning).
- Identify shelter space in the facility and in the community.
- Establish procedures for sending personnel to a shelter.
- Determine needs for emergency supplies such as water, food and medical supplies.
- Designate shelter managers, if appropriate.
- Coordinate plans with local authorities.

Family Preparedness:
Consider ways to help employees prepare their families for emergencies. This will increase their personal safety and help the facility get back up and running. Those who are prepared at home will be better able to carry out their responsibilities at work. The MassSupport website has a *Family Disaster Plan* that can be used for this purpose. Go to:
http://www.mass.gov/samh/

► 4. Property Protection

Protecting facilities, equipment and vital records is essential to restoring operations once an emergency has occurred. Property protection planning involves establishing procedures for:

- Fighting fires
- Containing material spills
- Closing or barricading doors and windows
- Shutting down equipment
- Covering or securing equipment
- Moving equipment to a safe location

Identify sources of backup equipment, parts and supplies. Designate personnel to authorize, supervise and perform a facility shutdown. Train them to recognize when to abandon the effort. Obtain materials to carry out protection procedures and keep them on-hand for use only in emergencies.

Protection System:

Consult your property insurer about special protective systems. Determine needs for systems to detect abnormal situations, provide warning and protect property. Consider:

- Fire protection systems
- Lightning protection systems
- Water-level monitoring systems
- Overflow detection devices
- Automatic shutoffs
- Emergency power generation systems

Mitigation:

Consider ways to reduce the chances of emergencies occurring and minimizing the effects of an emergency by scrutinizing the agency's processes and the facility's materials and structure. Consider physical retrofitting measures, such as:

- Installing fire sprinkler systems
- Installing fire-resistant materials and furnishing
- Installing storm shutters for all exterior windows and doors

Consult a structural engineer or architect and your community's building and zoning offices for additional information. There are also non-structural mitigation measures to consider, including:

- Installing fire-resistant materials and furnishing
- Securing light fixtures and other items that could fall or shake loose in an emergency
- Moving heavy or breakable objects to low shelves
- Attaching cabinets and files to low walls or bolting them together
- Placing Velcro strips under typewriters, tabletop computers and television monitors
- Moving work stations away from large windows
- Installing curtains or blinds that can be drawn over windows to prevent glass from shattering onto employees
- Anchoring water heaters and bolting them to wall studs

Facility Shutdown:

Facility shutdown is generally a last resort but always a possibility. However, improper or disorganized shutdown can result in confusion, injury and property damage. Some facilities

require only simple actions, such as turning off equipment, locking doors and activating alarms. Others require more complex procedures. Work with department heads to establish and train personnel in shutdown procedures. Inform staff about when and how to shut off utilities. Identify:

- Conditions that could necessitate a shutdown
- Who can order a shutdown
- Who will carry out shutdown procedures
- How a partial shutdown would affect other facility operations
- The length of time required for shutdown and restarting

Records Preservation:

Preserving vital records is essential to the quick restoration of operations. Vital records may include:

- Financial and insurance information
- Engineering plans and drawings
- Product lists and specifications
- Employee, customer and supplier databases
- Formulas and trade secrets
- Personnel files
- Client Files

Analyzing vital records involves:

- Classifying operations into functional categories (e.g., finance, administration, personnel, medical, etc.)
- Determining essential functions for keeping the business up and running
- Identifying the minimum information that must be readily accessible to perform essential functions
- Identifying the records that contain the essential information and where they are located
- Identifying the equipment and materials needed to access and use the information

Next, establish procedures for protecting and accessing vital records. Among the many approaches to consider are:

- Labeling vital records
- Backing up computer systems
- Making copies of records
- Storing tapes and disks in insulated containers
- Storing data off-site, where it would not likely be damaged by an event affecting your facility
- Increasing security of computer facilities

- Arranging for evacuation of records to backup facilities
- Backing up systems handled by service bureaus
- Arranging for backup power

NOTE: When reviewing these options please remember to comply with all applicable Health Insurance Portability and Accountability Act (HIPAA) rules and regulations

► 5. Continuity of Operations Plan (COOP)

The Continuity of Operations Plan (COOP) is a meaningful emergency response plan, which includes provisions to enable your agency to continue its essential functions when emergency strikes. To avoid or minimize any disruption in services, the agency must take specific steps to ensure continuation. In designing the COOP, the following points should be addressed:

- A statement of goals for the COOP is necessary. The goal in most agencies is to maintain or reestablish vital functions of the agency during the first 72 hours following any event that would compromise or halt normal operations.
- As in other components, there should be documentation of coordination with the DMH, DPH-BSAS, MEMA and local emergency management.
- The plan should identify vital functions, records, and data to be maintained within the first 72 hours.
- The plan should identify plans related to human resources, such as essential staff, staff/client notification, and family support. Note that these functions may be different from those described earlier, which focus on emergency-related services. In this case, the concern is with maintaining preexisting agency functions and responsibilities.
- The plan should identify alternate locations for essential operations as well as provide for transportation and staff/client support (food, rest/sleeping areas, etc.).
- In case the primary records are destroyed or inaccessible, it is important that duplicate vital records and documents be housed prior to an event in at least one alternate site. These types of records might include the emergency response plan, agency emergency response plan, staff rosters, and vital patient medical records.
- Remember to comply with all applicable HIPAA rules and regulations.
- Broad-based planning and information dissemination are key to successful implementation of a COOP.

Planning Considerations:

Consider making contractual arrangements with vendors for such post-emergency services as records preservation, equipment repair, earthmoving or engineering. Meet with your insurance carriers to discuss your property and business resumptions policies. Determine critical operations and make plans for bringing those systems back on-line. The process may entail:

- Repairing or replacing equipment
- Relocating operations to an alternate location
- Contracting operations on a temporary basis
- Taking photographs or videotape the facility to document company assets
- Updating these records regularly

Continuity of Management:

You can assume that not every key person will be readily available or physically present at the facility after an emergency. Ensure that recovery decisions can be made without undue delay. Include these considerations in all exercise scenarios.

Establish procedures for:

- Assuring the chain of command
- Maintaining lines of succession for key personnel
- Moving to alternate headquarters

Employee Support:

An agency's most valuable asset is its staff. Understanding and providing the support employees will need after an emergency is critical. Agencies must consider a wide range of services to provide or arrange for, including:

- Cash advances
- Salary continuation
- Flexible work hours
- Reduced work hours
- Crisis counseling
- Care packages
- Daycare

► 6. Community Outreach

Your facility's connection with the community will influence your ability to protect personnel and property and return to normal operations. This section describes ways to involve outside organizations in the emergency management plan. Community Connections involve maintaining a dialogue with community leaders, first responders, government agencies, community organizations and utilities, including:

- Local Emergency Management Director (if you do not know who this person is contact MEMA)
- Local public health
- Local public safety

- DMH and DPH-BSAS Regional Offices
- Appointed and elected leaders
- Fire, police and emergency medical services personnel
- Local Emergency Planning Committee (LEPC) members
- Emergency management director
- Public Works Department
- American Red Cross
- Hospitals
- Telephone company
- Electric utility
- Neighborhood groups

Have regular meetings with community emergency personnel to review emergency plans and procedures. Talk about what you are doing to prepare for and prevent emergencies. Explain your concern for the community's welfare.

If appropriate, identify ways your facility could help the community in a community-wide emergency. Look for common interests and concerns. Identify opportunities for sharing resources and information. Conduct confidence-building activities, such as facility tours. Do a facility walk-through with community response groups. Involve community fire, police and emergency management personnel in drills and exercises, or involve the facility in their drills/exercises. Meet with your neighbors to determine how you could assist each other in an emergency.

Memorandum of Understanding (MOU):

To avoid confusion and conflict in an emergency, consider establishing agreements with local response agencies and businesses. These agreements should:

- Define the type of assistance
- Identify the chain of command for activating the agreement
- Define communications procedures

Include these agencies in facility training exercises whenever possible. MOU's should address the various activities or resources that might be needed in an emergency. For example:

- Providing shelter space, emergency storage, emergency supplies, and medical support
- Private businesses allowing neighbors to use their property to account for personnel after an evacuation.

Public Information:

When site emergencies expand beyond the facility, the community will want to know the nature of the incident, whether the public's safety or health is in danger, what is being done to resolve the problem, and what was done to prevent the situation from happening. Determine the audiences that may be affected by an emergency and identify their information needs.

Include:

- The public
- The media
- Contractors and suppliers
- Clients
- Emergency response organizations
- Neighbors

Media Relations:

In an emergency, the media are often an organization's most important link to the public. Try to develop and maintain positive relations with media outlets in your area. Determine their particular needs and interests. Explain your plan for protecting personnel and preventing emergencies. Determine how you would communicate important public information through the media in an emergency. Designate a trained spokesperson and an alternate spokesperson. Set up a media briefing area. Establish procedures for ensuring that information is complete, accurate and approved for public release. Determine an appropriate and useful way of communicating technical information. Prepare background information about the facility.

Media Relations Do's:

- Give all media equal access to information
- When appropriate, conduct regular press briefings and interviews
- Try to observe media deadlines
- Escort media representatives to ensure safety
- Keep records of information released
- Provide press releases when possible
- Instruct facility personnel in how to respond to media, often by referral to the facility spokesperson
- Assume everything that is said by any member of your facility is "On-the-Record"

Media Relations Don'ts:

- Do not speculate about the incident
- Do not permit unauthorized personnel to release information
- Do not cover up facts or mislead the media
- Do not place blame for the incident

► 7. Recovery and Restoration

Having an emergency plan can minimize or avoid the disruption of services.

Resuming Operations:

Immediately after an emergency, take steps to resume operations.

- Establish a recovery team, if necessary, and priorities for resuming operations.
- Continue to ensure the safety of personnel on the property. Assess remaining hazards. Maintain security at the incident scene.
- Conduct employee and client briefings.

Restore equipment and property:

- Protect undamaged property. Remove smoke, water and debris. Protect equipment against the elements. Restore sprinkler systems. Physically secure the property. Restore power.
- For major repair work, review restoration plans with the insurance adjuster and appropriate government agencies.

Keep detailed records:

- Consider audio recording all decisions.
- Take photographs of or videotape the damage.

Account for all damage-related costs:

- Separate damaged from undamaged property
- Take an inventory of damaged goods. This is usually done with the insurance adjuster if there is any appreciable amount of goods or value. All released goods should have a signed inventory document stating the quantity and type of goods being removed.
- Keep damaged goods on hand until an insurance adjuster has visited the premises, but move material out of the way if exposure to the elements will not make matters worse.
- Conduct salvage operations.
- Assess the value of damaged property. Assess the impact of business interruption.
- Maintain contact with customers and suppliers.
- Protect undamaged property. Close up building openings. Remove smoke, water and debris. Protect equipment against moisture. Restore sprinkler systems. Physically secure the property. Restore power.

Follow notification procedures:

- Notify employees' families about the status of personnel on the property. Notify off-duty personnel about work status. Notify insurance carriers and appropriate government agencies.
- Notify clients.

Conduct an investigation:

- Coordinate actions with appropriate government agencies.

► 8. Administration and Logistics

Maintain complete and accurate records at all times to ensure a more efficient emergency response and recovery. Certain records may also be required by regulation or by your insurance carriers or prove invaluable in the case of legal action after an incident.

Administrative actions

Prior to an emergency:

- Establishing a written emergency management plan
- Establishing MOU's
- Maintaining training records
- Maintaining all written communications
- Documenting drills and exercises and their critiques
- Involving community emergency response organizations in planning activities

During and after an emergency:

- Maintaining telephone logs
- Keeping a detailed record of events
- Maintaining a record of injuries and follow-up actions
- Accounting for personnel
- Coordinating notification of family members
- Issuing press releases
- Maintaining sampling records
- Managing finances
- Coordinating personnel services
- Documenting incident investigations and recovery operations
- Coordinating notification to clients

Logistics

Before an emergency:

- Acquiring equipment
- Stockpiling supplies
- Designating emergency facilities
- Establishing training facilities
- Preparing a resource inventory

During an emergency:

- Providing utility maps to emergency responders
- Providing material safety data sheets to employees
- Moving backup equipment in place
- Repairing parts
- Arranging for medical support, food and transportation
- Arranging for shelter facilities
- Providing for backup power
- Providing for backup communications

STEP 4: IMPLEMENT THE PLAN

Implementation means more than simply exercising the plan during an emergency. It means acting on recommendations made during the vulnerability analysis, integrating the plan into company operations, training employees and evaluating the plan.

INTEGRATE THE PLAN INTO YOUR AGENCY'S OPERATIONS

Emergency planning must become part of the corporate culture.

Look for opportunities to build awareness; to educate and train personnel; to test procedures; to involve all levels of management, all departments and the community in the planning process; and to make emergency management part of what personnel do on a day-to-day basis. Test how completely the plan has been integrated by asking:

- How well does senior management support the responsibilities outlined in the plan?
- How can the facility's processes for evaluating employees and defining job classifications better address emergency management responsibilities?
- Are there opportunities for distributing emergency preparedness information through the agency's newsletter, employee manuals or employee mailings?

- What kinds of safety posters or other visible reminders would be helpful?
- Do personnel know what they should do in an emergency?
- How can all levels of the agency be involved in evaluating and updating the plan?

CONDUCT TRAINING DRILLS AND EXERCISES

Everyone who works at or visits the agency requires some form of training. This could include periodic employee discussion sessions to review procedures, technical training in equipment use for emergency responders, evacuation drills and full-scale exercises. Below are basic considerations for developing a training plan.

Planning Considerations

Assign responsibility for developing a training plan. Consider the training and information needs for employees, clients, contractors, visitors, managers and those with an emergency response role identified in the plan. Determine, within a 12-month period:

- Who will be trained
- Who will do the training
- What training activities will be used
- When and where each session will take place
- How the sessions will be evaluated and documented

Conduct reviews after each training activity. Involve both employees and community responders in the evaluation process.

Training Activities

Orientation and Education Sessions: These are regularly scheduled discussion sessions to provide information, answer questions and identify needs and concerns.

Tabletop Exercise: Members of the emergency management group meet in a conference room setting to discuss their responsibilities and how they would react to emergency scenarios. This is a cost-effective and efficient way to identify areas of overlap and confusion before conducting more demanding training activities.

Walk-through Drill: The emergency management group and response teams actually perform their emergency response functions. This activity generally involves more people and is more thorough than a tabletop exercise.

Functional Drills: These drills test specific functions such as medical response, emergency notifications, warning and communications procedures and equipment, though not necessarily at the same time. Personnel are asked to evaluate the systems and identify problem areas.

Evacuation Drill: Personnel walk the evacuation route to a designated area where procedures for accounting for all personnel are tested. Participants are asked to make notes as they go along of what might become a hazard during an emergency, e.g., stairways cluttered with debris, smoke in the hallways. Plans are modified accordingly.

Full-scale Exercise: A real-life emergency situation is simulated as closely as possible. This exercise involves company emergency response personnel, employees, management and community response organizations.

Employee Training

The scenarios developed during the vulnerability analysis can serve as the basis for training events. General training for all employees should address:

- Individual roles and responsibilities
- Information about threats, hazards and protective actions
- Notification, warning and communications procedures
- Means for locating family members in an emergency
- Emergency response procedures
- Evacuation, shelter and accountability procedures
- Location and use of common emergency equipment
- Emergency shutdown procedures
- Explaining emergency procedures to clients

NOTE: OSHA training requirements are a minimum standard for many facilities that have a fire brigade, hazardous materials team, rescue team or emergency response team.

Evaluate and Modify the Plan

Conduct a formal audit of the entire plan at least once a year. Among the issues to consider are:

- How can you involve all levels of management in evaluating and updating the plan?
- Are the problem areas and resource shortfalls identified in the vulnerability analysis being sufficiently addressed?
- Does the plan reflect lessons learned from drills and actual events?

- Do members of the emergency management group and emergency response team understand their respective responsibilities? Have new members been trained?
- Does the plan reflect changes in the physical layout of the agency? Are photographs and other records of facility assets up to date?
- Is the agency attaining its training objectives?
- After the development of the plan, have any new issues or hazards come up? If so, modifications to the plan may be necessary.
- Are the names, titles and telephone numbers in the current plan?
- Are steps being taken to incorporate emergency management into other facility processes?
- Have community agencies and organizations been briefed on the plan? Are they involved in evaluating the plan?

In addition to conducting a yearly audit, evaluate and modify the plan at these times:

- After each training drill or exercise
- After each emergency
- When personnel or their responsibilities change
- When the layout or design of the facility changes
- When policies or procedures change
- Remember to brief employees on changes to the plan.

Appendices

Appendix A: Information Sources

Appendix B: Massachusetts Emergency Management System

Appendix C: Vulnerability Analysis Chart

Appendix D: Vulnerability to Future Natural Hazards

Appendix E: External Resources Check List

Appendix F: Evacuation Checklist

Appendix G: Sheltering in Place Checklist

Appendix H: Hazard-Specific Information

Appendix I: Glossary

APPENDIX A

INFORMATION SOURCES

ORGANIZATIONS:

Sources for information and assistance in planning are listed below. The list does not necessarily represent all sources of information nor is inclusion on the list intended to imply an endorsement.

MASSACHUSETTS:

Federal Emergency Management Agency (FEMA) Region 1 Office
www.fema.gov
877-336-2734

Massachusetts Emergency Management Agency (MEMA)
www.mass.gov/mema
508-820-2000

Massachusetts Department of Public Health
www.dph.state.ma.us
617-624-6000

Massachusetts Department of Mental Health
www.dmh.state.ma.us
617-626-8000

Boston Public Health Commission
www.bostonpublichealth.org
617-534-5264

FEDERAL:

FEMA Headquarters Management Agency
www.fema.gov
202-646-2500

Center for Disease Control and Prevention
www.cdc.gov
888-246-2675

U.S. Department of Health and Human Services Substance Abuse and Mental Health Services Administration (SAMHSA)
Center for Mental Health Services
www.samhsa.gov
800-789-2647

SAMHSA Disaster Technical Assistance Center (DTAC)
800-308-3515

U.S. Department of Justice
Office for Victims of Crime
www.ojp.usdoj.gov/ovc
800-851-3420 or 866-682-8822

U.S. Department of Veterans Affairs
www.va.gov

U.S. Department of Health and Human Services
Office of Emergency Preparedness, National Disaster Medical System
www.ndms.dhhs.gov
800-USA-NDMS
Domestic Preparedness Information Line
1-800-368-6498

PRIVATE:

American Psychiatric Association
www.psych.org
703-907-7300

American Psychological Association
www.apa.org
800-374-2721

American Red Cross
www.redcross.org
800.564.1234

Joint Commission on Accreditation of Healthcare Organizations
www.jcaho.org
630-792-5000

National Association of Social Workers
www.naswdc.org
202-408-8600

National Center for Post-Traumatic Stress Disorder
www.ncptsd.org
802-296-6300

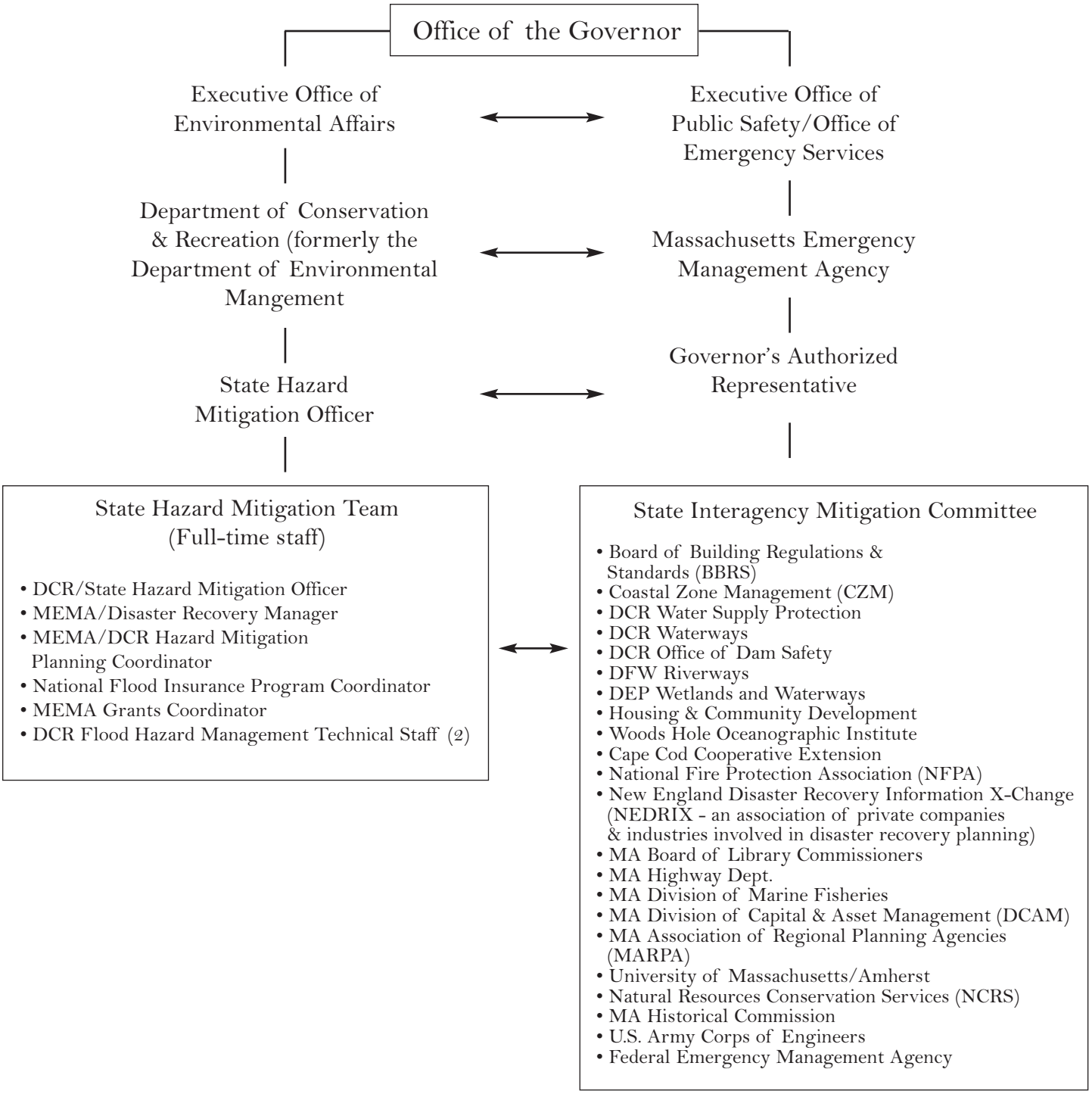
The National Child Traumatic Stress Network
www.nctsnet.org

National Emergency Management Association
www.nemaweb.org
859-244-8000

National Voluntary Organizations Active in Disasters
www.nvoad.org

APPENDIX B

MA HAZARD MITIGATION PLANNING PROCESS & PROGRAM COORDINATION



APPENDIX C

Vulnerability Analysis Chart

TYPE OF EMERGENCY	Probability	Human Impact	Property Impact	Business Impact	Internal Resources	External Resources	Total
	High 5 ↔ 1 Low	High 5 ↔ 1 Low			Weak 5 ↔ 1 Strong		

The lower the score the better

APPENDIX D

Vulnerability to Future Natural Hazards:

The following Natural Hazards Vulnerability Chart has been developed based on the identification and profile of the natural hazards that have occurred, or may potentially occur, in Massachusetts, and on the *State Risk & Vulnerability Assessment* by Dewberry. The shaded areas indicate the highest level of frequency and severity of each hazard.

(Note: This chart will be revised as needed to reflect new information).

Massachusetts Potential Vulnerability to Future Natural Hazards

Hazard	Frequency				Severity			
Flood	Very low	Low	Medium	**High**	Minor	**Serious**	**Extensive***	Catastrophic
Dam Failure	Very low	**Low**	Medium	High	Minor	Serious	**Extensive**	Catastrophic
Coastal Storms	Very low	Low	Medium	**High**	Minor	Serious	**Extensive**	**Catastrophic***
Coastal Erosion	Very low	Low	Medium	**High**	Minor	**Serious**	Extensive	Catastrophic
Hurricanes & Tropical Storms	Very low	Low	**Medium**	High	Minor	Serious	**Extensive**	**Catastrophic***
Severe Storms (wind, hail, lightning)	Very low	Low	**Medium**	High	Minor	**Serious**	Extensive	Catastrophic
Tornadoes	Very low	Low	**Medium**	High	Minor	Serious	**Extensive**	**Catastrophic***
Severe Winter Weather (wind, snow, ice)	Very low	Low	Medium	**High**	Minor	Serious	**Extensive**	Catastrophic
Drought	Very low	Low	**Medium**	High	Minor	**Serious**	Extensive	Catastrophic
Fire (wild)	Very low	Low	**Medium**	High	Minor	**Serious**	Extensive	Catastrophic
Earthquake	Very low	**Low**	Medium	High	Minor	Serious	Extensive	**Catastrophic**
Landslide	Very low	**Low**	Medium	High	**Minor**	Serious	Extensive	Catastrophic

*Two ranges of severity due to WHERE the hazard and WHEN the hazard affects an area. A coastal storm, a flood, a hurricane, and severe winter weather have the potential for a catastrophic event if each where to strike a highly populated area during an astronomical high tide. Also, should a hurricane reach a Category 5, the strongest hurricane wind-strength (wind speeds of > 155 miles per hour), or a tornado reach an F5 category with wind speeds of 261-318 mph, there is the potential for a catastrophic event.

APPENDIX E

External Resources Check List:

There are many external resources that could be needed in an emergency. In some cases, formal agreements may be necessary to define the facility's relationship with the following:

Resource	Contact Person (if applicable)	Phone Number
General Emergency Number		**911**
Building Security		
Local Police		
State Police		
Fire Department		
Emergency Medical Services (ambulance)		
Agency 24/7 Emergency Contact		
Poison Control		
Local Hospital		
Utilities Provider(s)		
Important Contractor(s) (e.g. food service, snow removal, plumbing, etc)		
Massachusetts Emergency Management Agency		**508-820-2000**
Local Emergency Management		
Other:		
Other:		
Other:		

APPENDIX F

EVACUATION CHECKLIST

This checklist indicates main considerations to include in an evacuation procedure for facilities that may serve (but not house) the public/consumers:

Evacuation procedures

- ☐ Determine the conditions under which an evacuation would be necessary.
- ☐ Establish a clear chain of command. Identify personnel with the authority to order an evacuation.
- ☐ Designate "evacuation wardens" to assist others in an evacuation and to account for personnel.
- ☐ Designate a gathering location at a safe distance, but in the vicinity of the facility.
- ☐ Designate a second gathering location(s) OUTSIDE of the community.
- ☐ Establish a system for accounting for personnel/visitors/consumers.
- ☐ Consider employees' transportation needs for evacuation outside of the community.
- ☐ Establish contingencies for assisting persons with disabilities and those who do not speak English.

Post evacuation procedures

- ☐ Designate personnel to continue or shut down critical operations while an evacuation is underway. They must be capable of recognizing when to abandon the operation and evacuate themselves.
- ☐ Coordinate plans with the local emergency management office.

Evacuation Routes and Exits

- ☐ Designate primary and secondary evacuation routes and exits. Have them clearly marked and well lit.
- ☐ Post signs.
- ☐ Install emergency lighting in case a power outage occurs during an evacuation or ensure flashlights are readily available if this is not an option.

Ensure that evacuation routes and emergency exits are:

- ☐ Wide enough to accommodate the number of evacuating personnel
- ☐ Clear and unobstructed at all times
- ☐ Unlikely to expose evacuating personnel to additional hazards
- ☐ Evaluated by someone not in your organization.

Staff Education

- ☐ Train staff in proper evacuation in orientation, in periodic reviews, and if procedures change

- ☐ CONDUCT PERIODIC EVACUATION DRILLS

APPENDIX G

SHELTERING IN PLACE CHECKLIST

☐ Determine the conditions under which sheltering in place would be necessary.

☐ Establish a clear chain of command. Identify personnel with the authority to order sheltering in place.

☐ Identify shelter space in the facility

Prepare contingencies to allow safe sheltering in place at the facility for 48-72 hours, these include:

- ☐ Adequate water (1 gallon per day per person)
- ☐ Food (canned, dry food not needing preparation; include a can opener)
- ☐ Medical Supplies
- ☐ Sanitary facilities
- ☐ Heat source, but include blankets
- ☐ Means of Communication with external organizations (fire, emergency mgmt, police, ambulance)
- ☐ Bedding (if possible)
- ☐ Designate shelter managers, if appropriate.
- ☐ Coordinate plans with local authorities.
- ☐ Have mechanisms to periodically account for persons sheltering in place (head counts, etc).
- ☐ Flashlight and extra batteries

☐ Plan for the ability to provide shelter outside of agency facility. Find location of emergency shelter in community (contact local emergency planning council or fire department); include this site in emergency plans.

APPENDIX H

Elements of an All-Hazards Disaster Response Plan

1. Introductory Material	Present	Absent	N/A
A. Signature page			
B. Dated title page			
C. Record of changes			
D. Record of distribution			
E. Table of contents			
2. Executive Summary			
Summary describing basic plan			
3. Purpose			
General statement of plan's purpose			
4. Situation and Assumptions-General			
A. Assumptions (limits of facility, highest probability scenarios, etc.)			
B. Situation (probable impact, vulnerable/special facilities and populations, include low probability/high impact events, etc.)			
C. Include matrix of events if desired			
5. Concept of Operations-General (sequence and scope of response)			
A. Overview of approach (what should happen, when, who directs?)			
B. Division of responsibility (State, Local, Federal, facility, etc.)			
C. General sequence of actions before, during, after event			
D. Who is authorized to request aid, and in which situations?			
6. Authorities and References			
Citation of legal authorities and reference documents as appropriate			

7. Organization and Assignment of Responsibilities	Present	Absent	N/A
A. Listing, by position and organization, of the types of tasks to be performed (matrix of primary/secondary/shared responsibilities?)			
B. Documents tasks of facility in FEMA format: definition of objective, characterization of the situation, general plan of action, delegation of responsibilities, information on resources and administrative support necessary to accomplish tasks. Includes description of treatment responsibilities (internal/external)			
C. Tasks related to other governmental levels and organizations (e.g., cities, Red Cross, faith organizations, FEMA, SAMHSA/CMHS, Department of Justice, MDPH, etc.)			
D. Describes coordination with other components of State and local government health department, substance abuse agency, criminal justice, law enforcement, fire and rescue, victims services, social services, education			
E. Ensures connectivity to State and local emergency plan			
8. Administration, Logistics, Legal			
A. Administration—Recording and reporting program activities			
B. Administration—Recording and reporting expenditures and obligations			
C. Administration—Recording and reporting human resources utilization			
D. Administration-Expectations of situation reports (format and frequency)			
E. Administration-Recording and reporting of services provided by volunteer agencies			
F. Administration-Management of volunteer offers/services			
G. Logistics-Arrangements for support needs (food, water, fuel, etc.)			
H. Logistics-Provision for self-support for at least 72 hours			
I. Logistics-replacement/repair of damaged/destroyed essential equipment			
J. Logistics-Access of personnel to impacted area (criteria method, transportation)			

8. Administration, Logistics, Legal (continued)	Present	Absent	N/A
K. Logistics-Availability, transport, administration, safeguarding, recording medications			
L. Logistics-Existence and scope of mutual aid agreements			
M. Legal-Issues including licensing, informed consent, confidentiality, providers licensed in other jurisdictions, personal, professional, and organization liability, patient records management, waiver of contracting or other procurement rules during emergencies			
9. Plan Development and Maintenance			
Describes who is responsible for modifications and updating, ensuring coordination with State and local emergency planning elements			
10. Communications			
A. Situation assumptions (types of situations likely to occur—should relate to earlier assumptions, types of communications necessary such as telephone, data, etc.)			
B. Methods of communication with MDPH, local mental health agencies, local SA facilities, State psychiatric hospitals, other psychiatric facilities, community-based treatment facilities, State and local emergency management, regional or field offices, emergency medical services, hospitals and clinics, shelter facilities.			
C. Alternatives in the event of failed communication capacity			
D. Availability of technical expertise			
11. Public Information			
A. Communications strategy			
B. Identification of responsibility			
C. Policies for public information (designation and authority of media liaison[s])			
D. Existence of public information material (fact sheets, guides, multiple languages, access to services, distribution of materials, etc.)			
E. Relationship with State and local emergency office public information officer			
F. Identified means of disseminating information			
G. Pre-event relationships with media			

12. Warning: Mobilization Related to Internal Behavioral Health Systems	Present	Absent	N/A
A. Internal—Links with State and local emergency warning activities			
B. Internal—Describes methods and procedures for notifying staff, facilities, service providers, others as appropriate (link to agency risk management as appropriate)			
C. Internal—Establishes policies and procedures (e.g., sending staff home, holding staff in place, recall of essential staff, facilities evacuation, etc.) for offices and facilities			
D. External—Identifies groups with special warning needs (e.g., persons who are deaf and have mental illness)			
E. External—Notify behavioral health system (regions, providers, etc.)			
F. External—Notification of private sector behavioral health resources			
13. Evacuation			
A. Plan for evacuation of offices and facilities			
B. Plan for alternate sites ("hot," "warm," and "cold" sites as appropriate)			
C. Clear linkage with State and local emergency management evacuation plans and operations			
D. Availability of technical expertise			
14. Mass Care			
A. Documentation of coordination with State and local emergency management mass care plan			
B. Links with Red Cross special populations facilities and other National Voluntary Organizations Active in Disasters			
15. Health and Medical			
A. Documentation of coordination with State and local emergency management health and medical plan staffing, logistics, costs, availability of pharmaceuticals			
B. Roles identified in areas of services/consultation to primary victims, secondary victims, response and recovery workers, incident command, public information, other State and local agencies and departments (e.g., education, social services, etc.)			

16. Resource Management	Present	Absent	N/A
A. Purpose — Documents means, organization, and process by which facility will find, obtain, allocate, and distribute necessary resources			
B. Personnel			
C. Transportation for staff			
D. Communications equipment			
E. Emergency equipment as necessary			
F. Mass care supplies for facility resources			
G. Management of offers of assistance and invited/uninvited volunteers			
H. Availability of aid from State and Federal government			
I. Plan for maintaining financial and legal accountability			
J. Resources for initial and ongoing needs assessment			
17. All-Hazards Specific Planning Materials (Natural and Accidental)			
A. Plan allows for accommodation of unique aspects of hazards			
B. Identifies nature of hazard			
C. Identifies areas of high risk			
D. Communications equipment			
E. Emergency equipment as necessary			
F. Mass care supplies for facility resources			
G. Management of offers of assistance and invited/uninvited volunteers			
H. Availability of aid from State and Federal government			
I. Plan for maintaining financial and legal accountability			
J. Resources for initial and ongoing needs assessment			
18. Terrorism			
A. Describes nature of potential hazards (chemical, biological, nuclear/radiological, explosive, cyber, combined)			
B. Potential targets are identified and/or reflective of State and local emergency plan			
C. Describes incident management for facility			

18. Terrorism (continued)	Present	Absent	N/A
D. Reflects coordination with state and local emergency plan's modeling of potential release areas			
E. Incident management reflects roles of State, local, and Federal roles and resources			
F. Consequence management reflects involvement of state, local, and federal components			
G. Facility plan reflects knowledge of and integration with State and local emergency plan with respect to warning, communication, emergency public information, protective actions, mass care, health and medical annex, resource management			
H. Describes links to health and medical entities for purposes of assisting in screening potential victims for mental disorders and psychogenic symptomatology, functional impairment, substance abuse, etc.			
I. Describes links with State public health structure for surveillance, screening, consultation, intervention planning, risk communication			
J. Describes facility role in risk communication planning and response			
K. Describes facility participation in exercises and drills			
19. Continuity of Operations- SMHA			
A. Contains overview of goals of Continuity of Operations Plan (e.g., to maintain/reestablish vital functions of facility during the first 72 hours following an event that would seriously compromise or halt normal operations)			
B. Documents coordination with overall State Continuity of Operations Plan			
C. Identifies vital functions to be maintained within first 72 hours			
D. Identifies vital records/data necessary to function within first 72 hours			
E. Describes plans related to human resources (e.g., essential staff, staff notification, family support)			
F. Describes alternate locations of essential operations			
G. Describes transportation and staff support			
H. Describes alternate vital record/document sites (e.g., assurance of access to disaster plan, staff rosters, patient vital medical records if existing sites are destroyed or inaccessible)			

20. Other Special Planning Concerns	Present	Absent	N/A
A. Description of facility's presence and role in State and local emergency management structure			
B. Documentation of regional planning and coordination			
C. Describes various issues around licensing within State, scope of practice, etc.			
D. Documentation of plans to prepare and support facility staff during and following deployment under plan (physical, health, special medical needs, family support, psychological)			
E. Documentation of public sector links with private behavioral health resources			
F. Documentation of coordination with business and corporations and other private sector interests in planning for behavioral health response and consequences			
G. Provides assurance that facilities meet JCAHO or other appropriate standards for disaster and emergency preparedness (if applicable)			
H. Describes facility role in crisis and emergency risk communication			
I. Ensures facility's role in disaster training and exercises			
21. Standard Operating Procedures and Checklists			
A. Contains applicable standard operating procedures			
B. Contains applicable checklists (e.g., emergency contact numbers, lists of facilities, etc.)			
22. Glossary of Terms			
A. State specific terms			
B. Emergency management terms			
C. Public health terms			
D. Behavioral health terms			

APPENDIX I

HAZARD-SPECIFIC INFORMATION

This section provides information about some of the most common hazards:

1. **Fire**
2. **Hazardous Materials Incidents**
3. **Floods and Flash Floods**
4. **Hurricanes**
5. **Tornadoes**
6. **Severe Winter Storms**
7. **Earthquakes**
8. **Technological Emergencies**

1. FIRE

Fire is the most common of all the hazards. Every year fires cause thousands of deaths and injuries and billions of dollars in property damage.

Planning Considerations

Consider the following when developing your plan:

- Meet with the fire department to talk about the community's fire response capabilities. Talk about your operations. Identify processes and materials that could cause or fuel a fire, or contaminate the environment in a fire.
- Have your facility inspected for fire hazards. Ask about fire codes and regulations.
- Ask your insurance carrier to recommend fire prevention and protection measures. Your carrier may also offer training.
- Distribute fire safety information to employees: how to prevent fires in the workplace, how to contain a fire, how to evacuate the facility, where to report a fire.
- Instruct personnel to use the stairs -- not elevators -- in a fire. Instruct them to crawl on their hands and knees when escaping a hot or smoke-filled area.
- Conduct evacuation drills. Post maps of evacuation routes in prominent places. Keep evacuation routes, including stairways and doorways, clear of debris.
- Assign fire wardens for each area to monitor shutdown and evacuation procedures.
- Establish procedures for the safe handling and storage of flammable liquids and gases.
- Establish procedures to prevent the accumulation of combustible materials.
- Provide for the safe disposal of smoking materials.
- Establish a preventive maintenance schedule to keep equipment operating safely.
- Place fire extinguishers in appropriate locations.
- Train employees in the use of fire extinguishers.

- Install smoke detectors, check them once a month and change batteries at least once a year.
- Establish a system for warning personnel of a fire. Consider installing a fire alarm with automatic notification to the fire department.
- Consider installing a sprinkler system, fire hoses and fire-resistant walls and doors.
- Ensure that key personnel are familiar with all fire safety systems.
- Identify and mark all utility shutoffs so that fire wardens can shut off electrical power, gas or water quickly.
- Determine the level of response your facility will take if a fire occurs. For example:
    - Immediate evacuation of all personnel on alarm.
    - All personnel are trained in fire extinguisher use. Personnel in the immediate area of a fire attempt to control it. If they cannot, the fire alarm is sounded and all personnel evacuate.
    - Only designated personnel are trained in fire extinguisher use.
    - A fire team is trained to fight incipient-stage fires that can be controlled without protective equipment or breathing apparatus. Beyond this level fire, the team evacuates.
    - A fire team is trained and equipped to fight structural fires using protective equipment and breathing apparatus.

2. HAZARDOUS MATERIALS INCIDENTS

Hazardous materials are substances that are flammable or combustible, explosive, toxic, noxious, corrosive, oxidizable, irritant or radioactive.

A hazardous material spill or release can pose a risk to life, health or property. An incident can result in the evacuation of a few people, a section of a facility or an entire neighborhood. There are a number of Federal laws that regulate hazardous materials, including:

- the Superfund Amendments and Reauthorization Act of 1986 (SARA)
- the Resource Conservation and Recovery Act of 1976 (RCRA)
- the Hazardous Materials Transportation Act (HMTA)
- the Occupational Safety and Health Act (OSHA)
- the Toxic Substances Control Act (TSCA) and the Clean Air Act

Title III of SARA regulates the packaging, labeling, handling, storage and transportation of hazardous materials. The law requires facilities to furnish information about the quantities and health effects of materials used at the facility, and to promptly notify local and state officials whenever a significant release of hazardous materials occurs.

In addition to on-site hazards, you should be aware of the potential for an off-site incident affecting your operations. You should also be aware of hazardous materials used in facility processes and in the construction of the physical plant. Detailed definitions as well as lists of hazardous materials can be obtained from the Environmental Protection Agency (EPA) and the Occupational Safety and Health Administration (OSHA).

Planning Considerations

Consider the following when developing your plan:

- Identify and label all hazardous materials stored, handled, produced and disposed of by your facility. Follow government regulations that apply to your facility. Obtain material safety data sheets (MSDS) for all hazardous materials at your location.
- Ask the local fire department for assistance in developing appropriate response procedures.
- Train employees to recognize and report hazardous material spills and releases. Train employees in proper handling and storage.
- Establish a hazardous material response plan
- Establish procedures to notify management and emergency response organizations of an incident.
- Establish procedures to warn employees of an incident.
- Establish evacuation procedures.
- Depending on your operations, organize and train an emergency response team to confine and control hazardous material spills in accordance with applicable regulations.
- Identify other facilities in your area that use hazardous materials. Determine whether an incident could affect your facility.
- Identify highways, railroads and waterways near your facility used for the transportation of hazardous materials. Determine how a transportation accident near your facility could affect your operations.

3. FLOODS AND FLASH FLOODS

Floods are the most common and widespread of all natural disasters. Most communities in the United States can experience some degree of flooding after spring rains, heavy thunderstorms or winter snow thaws.

Most floods develop slowly over a period of days. Flash floods, however, are like walls of water that develop in a matter of minutes. Flash floods can be caused by intense storms or dam failure.

Flood Watch: Flooding is possible. Stay tuned to NOAA radio. Be prepared to evacuate. Tune to local radio and television stations for additional information.

Flood Warning: Flooding is already occurring or will occur soon. Take precautions at once. Be prepared to go to higher ground. If advised, evacuate immediately.

Planning Considerations

Consider the following when preparing for floods:

- Ask your local emergency management office whether your facility is located in a flood plain. Learn the history of flooding in your area. Learn the elevation of your facility in relation to steams, rivers and dams.
- Review the community's emergency plan. Learn the community's evacuation routes. Know where to find higher ground in case of a flood.
- Establish warning and evacuation procedures for the facility. Make plans for assisting employees who may need transportation.
- Inspect areas in your facility subject to flooding. Identify records and equipment that can be moved to a higher location. Make plans to move records and equipment in case of flood.
- Purchase a NOAA Weather Radio with a warning alarm tone and battery backup. Listen for flood watches and warnings.

Insurance

Ask your insurance carrier for information about flood insurance. Regular property and casualty insurance does not cover flooding.

Consider the feasibility of flood proofing your facility. There are three basic types of methods. Permanent flood proofing measures are taken before a flood occurs and require no human intervention when floodwaters rise. They include:

- Filling windows, doors or other openings with water-resistant materials such as concrete blocks or bricks. This approach assumes the structure is strong enough to withstand floodwaters.
- Installing check valves to prevent water from entering where utility and sewer lines enter the facility.
- Reinforcing walls to resist water pressure. Sealing walls to prevent or reduce seepage.
- Building watertight walls around equipment or work areas within the facility that are particularly susceptible to flood damage.
- Constructing floodwalls or levees outside the facility to keep flood waters away.
- Elevating the facility on walls, columns or compacted fill. This approach is most applicable to new construction, though many types of buildings can be elevated.
- Contingent flood proofing measures are also taken before a flood but require some additional action when flooding occurs. These measures include:
    - Installing watertight barriers called flood shields to prevent the passage of water through doors, windows, ventilation shafts or other openings
    - Installing permanent watertight doors
    - Constructing movable floodwalls
    - Installing permanent pumps to remove flood waters

Emergency flood proofing measures are generally less expensive than those listed above, though they require substantial advance warning and do not satisfy the minimum requirements for watertight flood proofing, as set forth by the National Flood Insurance Program (NFIP). They include:

- Building walls with sandbags
- Constructing a double row of walls with boards and posts to create a "crib," then filling the crib with soil
- Constructing a single wall by stacking small beams or planks on top of each other
- Consider the need for backup systems:
- Portable pumps to remove flood water
- Alternate power sources, such as generators or gasoline-powered pumps
- Battery-powered emergency lighting

Participate in community flood control projects.

4. HURRICANES

Hurricanes are severe tropical storms with sustained winds of 74 miles per hour or greater. Hurricane winds can reach 160 miles per hour and extend inland for hundreds of miles. Hurricanes bring torrential rains and a storm surge of ocean water that crashes into land as the storm approaches. Hurricanes also spawn tornadoes.

The National Weather Service issues hurricane advisories as soon as a hurricane appears to be a threat. The hurricane season lasts from June through November.

Hurricane Watch: A hurricane is possible within 24 to 36 hours. Stay tuned for additional advisories. Tune to local radio and television stations for additional information. An evacuation may be necessary.

Hurricane Warning: A hurricane will hit land within 24 hours. Take precautions at once. If advised, evacuate immediately.

Planning Considerations

The following are considerations when preparing for hurricanes:

- Ask your local emergency management office about community evacuation plans.
- Establish facility shutdown procedures. Establish warning and evacuation procedures. Make plans for assisting employees who may need transportation.
- Make plans for communicating with employees' families before and after a hurricane.
- Purchase a NOAA Weather Radio with a warning alarm tone and battery backup.
- Listen for hurricane watches and warnings.
- Survey your facility. Make plans to protect outside equipment and structures.
- Make plans to protect windows. Permanent storm shutters offer the best protection.

- Covering windows with 5/8' marine plywood is a second option.
- Consider the need for backup systems:
- Portable pumps to remove flood water
- Alternate power sources such as generators or gasoline-powered pumps
- Battery-powered emergency lighting

Prepare to move records, computers and other items within your facility or to another location.

5. TORNADOES

Tornadoes are incredibly violent local storms that extend to the ground with whirling winds that can reach 300 mph. Spawned from powerful thunderstorms, tornadoes can uproot trees and buildings and turn harmless objects into deadly missiles in a matter of seconds. Damage paths can be in excess of one mile wide and 50 miles long.

Tornadoes can occur in any state but occur more frequently in the Midwest, Southeast and Southwest. They occur with little or no warning.

Tornado Watch
Tornadoes are likely. Be ready to take shelter. Stay tuned to radio and television stations for additional information.

Tornado Warning
A tornado has been sighted in the area or is indicated by radar. Take shelter immediately.

Planning Considerations

The following are considerations when planning for tornadoes:

- Ask your local emergency management office about the community's tornado warning system.
- Purchase a NOAA Weather Radio with a warning alarm tone and battery backup. Listen for tornado watches and warnings.
- Establish procedures to inform personnel when tornado warnings are posted. Consider the need for spotters to be responsible for looking out for approaching storms.
- Work with a structural engineer or architect to designate shelter areas in your facility. Ask your local emergency management office or National Weather Service office for guidance.
- Consider the amount of space you will need. Adults require about six square feet of space; nursing home and hospital patients require more.

- The best protection in a tornado is usually an underground area. If an underground area is not available, consider:
  - Small interior rooms on the lowest floor and without windows
  - Hallways on the lowest floor away from doors and windows
  - Rooms constructed with reinforced concrete, brick or block with no windows and a heavy concrete floor or roof system overhead
  - Protected areas away from doors and windows

NOTE: Auditoriums, cafeterias and gymnasiums that are covered with flat, wide-span roofs are not considered safe.

Make plans for evacuating personnel away from lightweight modular offices or mobile home-size buildings. These structures offer no protection from tornadoes. Conduct tornado drills. Once in the shelter, personnel should protect their heads with their arms and crouch down.

6. SEVERE WINTER STORMS

Severe winter storms bring heavy snow, ice, strong winds and freezing rain. Winter storms can prevent employees and clients from reaching the facility, leading to a temporary shutdown until roads are cleared. Heavy snow and ice can also cause structural damage and power outages.

Winter Storm Watch: Severe winter weather is possible.

Winter Storm Warning: Severe winter weather is expected.

Blizzard Warning: Severe winter weather with sustained winds of at least 35 mph is expected.

Traveler's Advisory: Severe winter conditions may make driving difficult or dangerous.

Planning Considerations

Following are considerations for preparing for winter storms:

- Listen to NOAA Weather Radio and local radio and television stations for weather information:
- Establish procedures for facility shutdown and early release of employees.
- Store food, water, blankets, battery-powered radios with extra batteries and other emergency supplies for employees who become stranded at the facility.
- Provide a backup power source for critical operations.
- Arrange for snow and ice removal from parking lots, walkways, loading docks, etc.

7. EARTHQUAKES

Earthquakes occur most frequently west of the Rocky Mountains, although historically the most violent earthquakes have occurred in the central United States. Earthquakes occur suddenly and without warning.

Earthquakes can seriously damage buildings and their contents; disrupt gas, electric and telephone services; and trigger landslides, avalanches, flash floods, fires and huge ocean waves called tsunamis. Aftershocks can occur for weeks following an earthquake. In many buildings, the greatest danger to people in an earthquake is when equipment and non-structural elements such as ceilings, partitions, windows and lighting fixtures shake loose.

Planning Considerations

Following are guidelines for preparing for earthquakes. Assess your facility's vulnerability to earthquakes. Ask local government agencies for seismic information for your area. Have your facility inspected by a structural engineer. Develop and prioritize strengthening measures. These may include:

- Adding steel bracing to frames
- Adding sheer walls to frames
- Strengthening columns and building foundations
- Replacing unreinforced brick filler walls
- Follow safety codes when constructing a facility or making major renovations.
- Inspect non-structural systems such as air conditioning, communications and pollution control systems. Assess the potential for damage. Prioritize measures to prevent damages.

Inspect your facility for any item that could fall, spill, break or move during an earthquake. Take steps to reduce these hazards:

- Move large and heavy objects to lower shelves or the floor. Hang heavy items away from where people work.
- Secure shelves, filing cabinets, tall furniture, desktop equipment, computers, printers, copiers and light fixtures.
- Secure fixed equipment and heavy machinery to the floor. Larger equipment can be placed on casters and attached to tethers that attach to the wall.
- Add bracing to suspended ceilings, if necessary.
- Install safety glass where appropriate.
- Secure large utility and process piping.
- Keep copies of design drawings of the facility to be used in assessing the facility's safety after an earthquake.
- Review processes for handling and storing hazardous materials. Have incompatible chemicals stored separately.
- Ask your insurance carrier about earthquake insurance and mitigation techniques.

- Establish procedures to determine whether an evacuation is necessary after an earthquake.
- Designate areas in the facility away from exterior walls and windows where occupants should gather after an earthquake if an evacuation is not necessary.
- Conduct earthquake drills. Provide personnel with the following safety information:
    - In an earthquake, if indoors, stay there. Take cover under a sturdy piece of furniture or counter, or brace yourself against an inside wall. Protect your head and neck.
    - If outdoors, move into the open, away from buildings, streetlights and utility wires.
    - After an earthquake, stay away from windows, skylights and items that could fall. Do not use the elevators.
    - Use stairways to leave the building if it is determined that a building evacuation is necessary.

8. TECHNOLOGICAL EMERGENCIES

Technological emergencies include any interruption or loss of a utility service, power source, life support system, information system or equipment needed to keep the business in operation.

Planning Considerations

The following are suggestions for planning for technological emergencies:

- Identify all critical operations, including:
    - Utilities, including electric power, gas, water, hydraulics, compressed air, municipal and internal sewer systems, wastewater treatment services
    - Security and alarm systems, elevators, lighting, life support systems, heating, ventilation and air conditioning systems, electrical distribution system.
    - Manufacturing equipment, pollution control equipment
    - Communication systems, both data and voice computer networks
    - Transportation systems including air, highway, railroad and waterway
- Determine the impact of service disruption.
- Ensure that key safety and maintenance personnel are thoroughly familiar with all building systems.
- Establish procedures for restoring systems. Determine the need for backup systems.
- Establish preventive maintenance schedules for all systems and equipment.

APPENDIX J

GLOSSARY: Terms and Acronyms

All-hazards approach: an integrated hazards management and response strategy that incorporates planning for and consideration of all potential natural and man-made hazard threats.

Continuity of Operations Plan (COOP): A plan that provides for the continued functioning of an agency, organization, or facility in spite of an event that would otherwise disrupt functioning. COOP plans based on the Federal Emergency Management Agency model provide detailed inventory of resources and personnel needed to continue operations, along with a plan for restoration and maintenance of operations.

Crisis Counseling Program (CCP): FEMA-funded grant program to provide crisis counseling to survivors of a disaster, within either a 60-day period or a 9-month period following the disaster occurrence.

Crisis Counseling Team: A team of paraprofessionals, including one or more mental health professionals, who provide mental health counseling to survivors, immediately after or in the months following natural or human-caused disasters.

Crisis Counseling: A short-term intervention with individuals and groups experiencing psychological reactions to a major disaster and its aftermath. Crisis counseling assists people in understanding their current situation and reactions, reviewing their options, addressing their emotional support and linking with other individuals/ agencies who may assist the disaster survivor. It is assumed that, unless there are contrary indications, the disaster survivor is capable of resuming a productive and fulfilling life following the disaster experience if given support, assistance, and information in a manner appropriate to the person's experience, education, developmental stage and ethnicity. Crisis counseling does not include treatment or medication for people with severe and persistent mental illnesses, substance abuse problems or developmental disabilities.

Disaster (FEMA definition): An occurrence of a severity and magnitude that normally results in deaths, injuries and property damage and that cannot be managed through the routine procedures and resources of government. It requires immediate, coordinated, and effective response by multiple government and private sector organizations to meet human needs and speed recovery.

Disaster Field Office (DFO): The office that is established in or near the designated area to support Federal and State response operations.

Disaster Recovery Center (DRC): A centralized location where individuals affected by a disaster can go to obtain information on disaster recovery assistance programs from various Federal, State, and local agencies, as well as volunteer organizations. Trained staff are also on hand to provide counseling and advice.

Disaster/Emergency: A disaster and an emergency can both be described as any natural or human-caused event, which threatens or causes excessive morbidity, mortality, and/or loss of property. Disaster and emergency are used interchangeably whenever a situation calls for a crisis response. However, emergencies can be handled with resources that are routinely available to the community. A disaster calls for a response and resources that exceed local capabilities.

Emergency Management (EM): The organized analysis, planning, decision-making, and assigning and coordinating of available resources, for the purpose of preparing for, responding to, or recovering from major community-wide emergencies and disasters.

Emergency Medical Services (EMS): Local medical response teams, usually rescue squads or local ambulance services that provide medical services during a disaster.

Emergency Operations Center (EOC): This is the nerve center of disaster response operation; a protected site from which government officials and emergency response personnel exercise direction and control in an emergency. The EOC is designed to be self sufficient for a reasonable amount of time, with provisions for electricity, water, sewage disposal, ventilation and security. The major functions of the EOC are information management, situation assessment, and resource allocation. The Emergency Communications Center is usually an essential part of the EOC.

Essential Services Personnel: Positions providing service that must be maintained regardless of the emergency situation to ensure quality care. These positions include direct care in 24-7 programs, such as residential services; emergency services; medication delivery to clients; medical personnel, and maintenance/transportation personnel.

Federal Emergency Management Agency (FEMA): Lead Federal agency in disaster response and recovery. Provides funding for crisis counseling grants to State mental health authorities following Presidential declared disasters through the Substance Abuse and Mental Health Services Administration (SAMHSA), Center for Mental Health Services (CMHS).

Federally Declared Disasters: There are varying levels of disaster declaration. Federally declared disasters represent the highest level, and can be established only by formal declaration of the President of the United States. An event, real and/or perceived, receives Federal declaration when it is deemed to threaten the well-being of citizens, overwhelm the local and state ability to respond and/or recover, or affect Federally owned property or interests.

Incident Command System (ICS): An organized system of roles, responsibilities, and suggested operational guidelines used to manage and direct emergency operations at the scene of an incident. The Incident Commander (IC) is located on scene at an Incident Command Post (ICP).

Local disaster: A local disaster is any event, real and/or perceived, which threatens the well being of citizens in one municipality. A local disaster is manageable by local officials without a need for outside resources.

Major Disaster: As defined under P.L. 93-288, a major disaster is any natural catastrophe, (including any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mud slide, snowstorm, or drought), or regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act, that serves to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Memorandum of Understanding (MOU): A document that is negotiated between organizations or legal jurisdictions, for mutual aid and assistance in times of need. An MOU usually contains information on organizational structure and responsibility, assigned or delegated authority, financial considerations (who pays for the expense of operations), liability (who is liable for personal or property injury or destruction during response operations), and commercial considerations (appropriate statements of non-competition of government resources with private enterprise).

Mitigation: Actions and activities directed toward eliminating or reducing the risk of disaster occurrence or sequelae. Mitigation may include changes in land use management; safety and rules and regulations; building codes/specifications; flood proofing; and disseminating information to the public. Each hazard risk requires a specific type of mitigation

Mutual Aid Agreement: A formal or informal understanding between jurisdictions that pledge exchange of emergency or disaster assistance.

Outreach: A method for delivering crisis-counseling services to disaster survivors and victims. It consists primarily of face-to-face contact with survivors in their natural environments in order to provide disaster-related crisis counseling services. Outreach is the means by which crisis counseling services are made available to people.

Preparedness: Pre-event activities that facilitate disaster response to save lives and minimize damage. These include the development of shelter and evacuation plans; the establishment of warning and communication systems; the training of emergency response personnel; and the conducting of tests and exercises.

Recovery: Assistance provided to return a community to normal or near-normal conditions. Short-term recovery returns vital life-support systems to minimum operating standards. Long-term recovery may continue for a number of years after a disaster and seeks to return life to normal or improved levels. Recovery activities include temporary housing, loans or grants, disaster unemployment insurance, reconstruction, and counseling programs.

Response: Activities that occur immediately before, during, or directly after an emergency or disaster. This includes lifesaving actions, such as the activation of warning systems, staffing the EOCs, implementation of shelter or evacuation plans, search and rescue, and provision of emergency medical services.

Risk Management: A program to protect employees, clients, the general public, and the agency's physical and financial assets by reducing and controlling risk in the most efficient and cost-effective manner.

Special Needs Population: In a disaster, those people who are more vulnerable to physical or emotional harm than most people. They may be physically and/or emotionally disabled, or isolated from the community as a whole.

State-Declared Disasters: A state-declared disaster is any event, real and/or perceived, which threatens the well-being of citizens in multiple cities, counties, regions, and/or overwhelms a local jurisdiction's ability to respond, or affects a state-owned property or interest.

Unified Command: An application of Incident Command System used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single Incident Command Post to establish a common set of objectives and strategies, and a single Incident Action Plan.

ACRONYMS:

ARC: American Red Cross

DMH: Massachusetts Department of Mental Health

DPH: Massachusetts Department of Public Health

EOC: Emergency Operations Center

FEMA: Federal Emergency Management Agency

ICS: Incident Command System

MAESF: Massachusetts Emergency Support Functions

MEMA: Massachusetts Emergency Management Agency

MEMT: Massachusetts Emergency Management Team

SAMHSA: Substance Abuse and Mental Health Services Administration (of the U.S. Department of Health and Human Services)

SMHA: State Mental Health Authority